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ABSTRACT

The Federal government should recognize the historically black colleges as the major architects of equal opportunity and should then recognize a special responsibility for the strengthening and further development of these colleges. HEW should develop a leadership partnership with the historically black colleges for the purpose of achieving parity in all areas of higher education and parity in all professional and technical fields in the work force. Related information is: (1) the possible partnership efforts for colleges and the Federal Government; (2) the historically black college; and (3) the needs of black colleges. Recommendations involve: (1) black participation in policy planning and review; (2) monitoring of progress in higher education; (3) regionalization verses centralization of programs; (4) research and development in educational institutions; (5) discriminatory funding patterns in minority programs; and (6) allocation of resources for black and minority colleges. (Author/KE)

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THE NATIONAL GOAL OF EQUAL OPPORTUNITY
AND
THE HISTORICALLY BLACK COLLEGES

A PARTNERSHIP FOR LEADERSHIP
IN THE DEVELOPMENT OF
A YEAR 2000 PLAN FOR PARITY
IN EDUCATION

(Summary Statement)

U S DEPARTMENT OF HEALTH
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

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STATEMENT SUBMITTED

TO

DR. F. DAVID MATHEWS
SECRETARY
DEPARTMENT OF HEALTH, EDUCATION AND WELFARE

NOVEMBER 4, 1976

HE 007 581

National Association For Equal Opportunity in Higher Education
2001 S Street, N.W. • Washington, D.C. 20009 • Suite 430 • Telephone (202) 232-8500

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November 4, 1975

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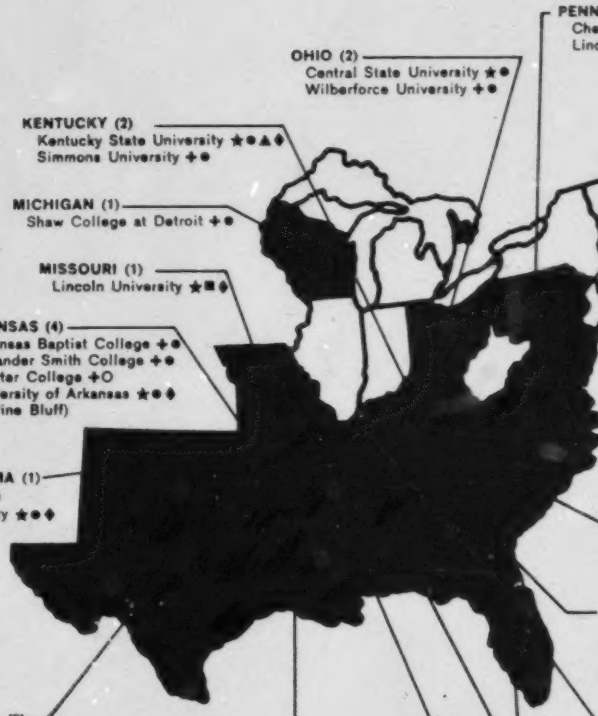
BLACK JUNIOR, FOUR-YEAR, GRADUATE AND PROFESSIONAL INSTITUTIONS

Enrolling in excess of 200,000 students



PENNSYLVANIA (2)
Cheyney State College ★■
Lincoln University ★●

OHIO (2)
Central State University ★●
Wilberforce University ✚●

MARYLAND (3)
Bowie State College ★■
Coppin State College ★■
Morgan State College ★■

KENTUCKY (2)
Kentucky State University ★●▲♦
Simmons University ✚●

MICHIGAN (1)
Shaw College at Detroit ✚●

DISTRICT OF COLUMBIA (4)
D.C. Teachers College ★●
Federal City College ★■♦
Howard University ✚■
Washington Technical Institute ★O♦

MISSOURI (1)
Lincoln University ★■♦

ARKANSAS (4)
Arkansas Baptist College ✚●
Philander Smith College ✚●
Shorter College ✚O
University of Arkansas ★●♦
(Pine Bluff)

DELAWARE (1)
Delaware State College ★●♦

NORTH CAROLINA (12)
Barber-Scotia College ✚●
Bennett College ✚●
Elizabeth City State University ★●
Fayetteville State University ★●
Johnson C. Smith University ✚●
Kittrell College ✚O
Livingstone College ✚●
N. C. A&T State University ★●♦
North Carolina Central University ★■
Shaw University ✚●
St. Augustine's College ✚●
Winston-Salem State University ★●

VIRGINIA (6)
Hampton Institute ✚■
Norfolk State College ★●
St. Paul's College ✚●
The Virginia College ✚●
Virginia State College ■★▲♦
Virginia Union University ✚■

OKLAHOMA (1)
Langston
University ★●♦

TENNESSEE (7)
Fisk University ✚■
Knoxville College ✚●
Lane College ✚●
LeMoyne-Owen College ✚●
Meharry Medical College ✚▲
Morristown College ✚O
Tennessee State University ★■▲♦

SOUTH CAROLINA (8)
Allen University ✚●
Benedict College ✚●
Claflin College ✚●
Clinton Jr. College ✚O
Friendship Jr. College ✚O
Morris College ✚●
South Carolina State College ★■♦
Voorhees College ✚●

TEXAS (9)
Bishop College ✚●
Huston-Tillotson College ✚●
Jarvis Christian College ✚●
Paul Quinn College ✚●
Prairie View A&M College ★■♦
Southwestern Christian College ✚O
Texas College ✚●
Texas Southern University ★■
Wiley College ✚●

LOUISIANA (8)
Dillard University ✚●
Grambling State University ★●
Southern University (1) ★■♦
Southern University (2) ★●
Southern University (3) ★O
Xavier University ✚■

ALABAMA (13)
Alabama A & M University ★■♦
Alabama Lutheran Academy ✚O
Alabama State University ★■
Bishop State Jr. College ★O
Daniel Payne College ✚●
Lomax-Hannon College ✚O
Miles College ✚●
Oakwood College ✚●
Selma University ✚●O
Stillman College ✚●
Lawson State Community College ★O
Talladega College ✚●
Tuskegee Institute ✚■

GEORGIA (10)
Albany State College ★■
Atlanta University ✚▲
Clark College ✚●
Fort Valley State College ✚■♦
Interdenominational Theological
Center ✚▲
Morehouse College ✚●
Morris Brown College ✚●
Paine College ✚●
Savannah State College ★■
Spelman College ✚●

MISSISSIPPI (12)
Alcorn A & M University ★●♦
Coahoma Jr. College ★O
Jackson State University ★●
Mary Holmes College ✚O
Mississippi Industrial College ✚●
Mississippi Valley State University ★
Natchez Jr. College ✚O
Prentiss Normal & Industrial Institute ✚O
Rust College ✚●
Saints Jr. College ✚O
Tougaloo College ✚●
Utica Jr. College ★O

FLORIDA (4)
Bethune-Cookman College ✚●
Edward Waters College ✚●
Florida A & M University ★■♦
Florida Memorial College ✚●

LEGEND

Private ✚

Public ★

Junior College O

Senior College ●

Senior With Grad School ■

Graduate School ▲

Land Grant Institution ♦

SUMMARY STATEMENT*

The National Goal of Equal Opportunity
and
The Historically Black Colleges

The National Association for Equal Opportunity in Higher Education represents the historically black colleges and universities of this nation. There are some 107 such institutions, consisting of private 2-year and 4-year institutions, public 2-year and 4-year institutions, as well as Graduate and Professional Schools located in fifteen southern states, four northern states and the District of Columbia. These institutions enroll upwards of 200,000 students and graduate more than 30,000 students annually with undergraduate, graduate and professional degrees. Since 1966 these institutions have awarded more than a quarter of a million undergraduate, graduate and professional degrees. They have been the providers of equal educational opportunity with attainment and productivity for thousands of their students.

We boldly propose that the federal government recognize the historically black colleges as the major architects, traditionally, of equal opportunity with attainment and productivity. The federal government should then recognize a special responsibility for the strengthening and further development of these colleges. We further, then, propose that in concert with this additional development, HEW develop a leadership partnership with the historically black colleges for the purpose of achieving parity in all areas of higher education and parity in all professional and technical fields in the work force.

In concert with the federal government and with HEW giving leadership,

* A more detailed document is available.

a 25 year plan for opportunity, attainment and productivity in higher education for black Americans would be developed. IT SHALL BE CALLED THE YEAR 2000 PLAN FOR PARITY. The historically black colleges have been and still are the leaders in the production of productive black citizens. That leadership should be used in support of a public policy that coincides with their historic and current strengths.

These institutions have been more committed to an open society in which racial and economic disadvantage can be overcome than any other educational institutions.

They are totally committed to the production of graduates from families whose economic background makes the attainment of a college education almost impossible. They produce attainment not just opportunity. Without the supports to convert it into bona fide achievement, opportunity alone is a fraud.

In the Amicus Curiae brief prepared by Herbert O. Reid of the Howard University Law School for the National Association of Equal Opportunity in defending black colleges from being included in the Adams vs. Richardson desegregation suit as if they were as equally guilty of racial discrimination as white colleges, these ideas were stated for the legal record and resulted in a judicial notice of the future importance of black colleges to achieving parity. The brief states:

> This class of Black institutions without exception have, from the very beginning of their existence, been open to all races, sexes, colors, and creeds.
>
> Black Institutions have been more profoundly representative of the American Ethic than the larger more affluent schools of higher education. Indeed, they have been and remain today a domestic 'Marshall Plan' committed to a public offering of

> educational attainment [rather than] an illusory expectancy of educational opportunity...[they] make educational opportunities a reality rather than an empty expectation...

The historically black colleges cannot alone achieve parity for blacks in education, but neither can the nation without their major contribution and their leadership. For policy making orientation the federal government should recognize:

- That the historically black colleges are exemplars of policies and practices that, if used widely across the country, can move the nation more quickly toward equal opportunity with attainment, north, south, east and west. For the nation to close the widening gap* between the numbers of black and white college graduates, it must go faster and it cannot do that without increasing the strength and capacity of the black colleges.

- Historically black colleges support and help define beneficial national policies in student financial aid, institutional support and minority faculty development. Application of those policies and patterns nationally which strengthen these institutions will make parity possible by the year 2000.

We propose a definition of three national goals flowing out of the above policy orientation that will support the leadership partnership between the federal government and the historically black colleges.

GOAL DEFINITION #1 FOR THE YEAR 2000 PLAN

The goal for black Americans is more than just equal opportunity. It is equal opportunity, equal attainment and equal productivity. There must be attainment following opportunity and institutional responsiveness can help this happen. No one is proposing lesser standards for attainment, but

* The gap was 7 percentage points in 1960 and was 12.9 percentage points in 1974 between whites and blacks who have completed four or more years of college.

a recognition that it will not happen if people are admitted, enrolled and left alone to overcome earlier inequities without help.

There must be productivity following attainment. Blacks must stay in the programs they enrolled in and graduate in the same proportion as whites at all levels and across all fields. The degree taking will set the stage for full participation in the professional, technical and leadership sectors of America.

The historically black colleges have operated on the basis of the goal of opportunity, attainment and productivity. Their leadership will be critical as others coming new to the task seek ways to avoid opportunity without attainment and productivity.

GOAL DEFINITION #2 FOR THE YEAR 2000 PLAN

Equal economic participation will only be possible when there is parity for blacks and whites in all professional and technical fields. The historic ratio of black income to white income has changed a maximum of 7 percentage points in 25 years, a quarter of a century. In 1974 it was only 4 percentage points higher than in 1950. (Black income was 54% of white income in 1950; it was 58% in 1974).

Parity in terms of baccalaureate, professional and graduate qualifications is not a sufficient condition for parity in income levels and leadership roles but it is a necessary condition. Yet there is no hope of approaching the year 2000, the end of the next 25 year period, with the gap closing unless there is a breakthrough in attainment and productivity in higher education.

We are not naive. We know racism is still a barrier regardless of education. Yet we must be prepared and we must start now. Just now, in the first five years of the decade of the 200th anniversary of the nation, are professionally and technically qualified black baccalaureate holders beginning to flow from non-black institutions. Without this new leadership role for the black colleges in achieving opportunity with attainment the rest of the American higher education system may falter in its performance. Already there are distortions in the enrollment patterns with 46% of blacks in non-baccalaureate degree granting institutions as compared to 37% of the whites.

GOAL DEFINITION #3 FOR THE YEAR 2000 PLAN

The leadership partnership between the historically black colleges and the federal government should develop new, legally sound approaches to supporting directly so special a set of institutions. During the time of the Freedman's Bureau and the reconstruction era there was an explicit federal responsibility that went beyond compliance procedures and legal enforcement of the constitutional rights of black Americans.

From a new frame of reference would come federal support for institutions devoted to overcoming deprivations flowing from the historically legally constructed national policies that deprived their clientele of citizenship, then gave citizenship that was disenfranchised and restricted their access to economic and educational opportunity.

These policies have crumbled only in the last two decades. If legal approaches can be developed to deal with historically black institutions as such rather than with euphemisms such as "disadvantaged" and "deprived" it

might be a giant step forward.

Racism is not color blind. Overcoming the impact of racism cannot then be color blind and hope to be effective. The color blind concept may well be the reason the problems of closing the gaps continue without dramatic gains.

PARTNERSHIP EFFORTS FOR THE COLLEGES AND THE FEDERAL GOVERNMENT

On an illustrative basis, we can demonstrate how the special strengths of the historically black colleges can serve to build a continuing momentum toward parity in higher education for black Americans. The federal government needs some new partners in dealing with these old and seemingly intractable problems. The following proposals will strengthen these institutions and enable them to make major national contributions between now and the year 2000.

BACCALAUREATE TRANSFERS FOR PARITY

A major analysis should be made of how much capacity exists and can be generated over the next decades to decrease the number of baccalaureate transfer black and other minority students enrolling in community college and vocational education. The disproportionate numbers of blacks not in baccalaureate granting institutions precludes the kind of productivity that will enable the gaps to be closed. A major national intervention will be required to overcome these developing problems.

GRADUATE AND PROFESSIONAL SCHOOL PARITY

One of the ways in which historically black colleges prepared students for success in the best graduate schools and professional schools was to put them through rigorous master's programs before they applied for further

training. This is no longer as much a pattern as it once was despite the fact that 60% of the blacks who earned doctorates in 1973 had their baccalaureate origins in black colleges.

Many more institutions, particularly in the public black sector, now have developed graduate programs. With proper planning and adequate support, the thirty-two institutions with graduate programs could become a national resource for significantly increasing the flow of well trained students into major graduate and professional schools, especially law, medicine, dentistry, and content fields in the behavioral, natural and physical sciences.

In the "Adams" states HEW should press for the development of a regional approach to increasing the flow of graduates of black colleges into state graduate and professional school programs. With 25,000 students graduating from the black colleges each year, there is a significant pool of potential enrollees. The regional compact would generate the ability to deal with differing capacities in the states to absorb students in certain fields.

Out of existing authorities for scholarships and fellowships for graduate work, HEW could support and encourage such a regional network and stimulate significant support from the states themselves.

The federal government should make a special effort to strengthen and enhance the capacity of the historically black law schools, engineering schools, pharmacy and nursing schools. Significant assistance has been given to the medical schools, and it should be continued and increased.

HEALTH SCIENCES A GROWING EMPHASIS

It has been estimated that by 1980 the nation will have 422,000 unfilled positions in allied health fields. This is an area with significant development in the black colleges. In addition there is a major study underway in

which the current and potential health science capacity of the colleges is being assessed. It should be completed by June 1976. Recommendations will be put forward dealing with how best to increase the capacity of the colleges in this area. In the meantime those programs already under development should be given the maximum support possible by HEW.

SUPPORT SERVICES FOR ATTAINMENT

Historically the black colleges have experimented with a variety of approaches to overcoming the previous educational handicaps of black students. Much debate is occurring in institutions newly confronting these issues as more black students enroll. A great deal of benefit could derive from supporting staff development and program development workshops in supportive services on the campuses of black colleges. There are some major program efforts that have been supported by the Title III Developing Institutions Program in this area. There is a cadre of first-rate and creative teachers and counselors that could become the faculty for such workshops.

PUBLIC EDUCATION AND MINORITY ACHIEVEMENT

A critical need now is for more sensitive teachers who can operate in a predominantly black educational setting in big city public schools. Without this, it is not clear that we will ever improve the weaknesses of the public schools. Historically black colleges can be challenged to turn their capacity in Teacher Education to dealing with these issues of national impact. Teachers from the majority groups could benefit immensely from attending programs of professional development on the black college campuses. These programs could be designed to deal with how majority group teachers can be more effective in situations where they are no longer a majority.

They could also be exposed to black educators of some experience and accomplishments in running successful Public Schools in which the student body is predominantly black.

ENHANCING THE CAPACITY OF BLACK COLLEGES

There are likely to be increasing difficulties in getting southern states to put high visibility and high status programs on the campuses of historically black colleges. Yet given the distribution of baccalaureate enrollment in most states the fastest path to a broad distribution of blacks across all fields is to diversify even more the already changing curricula at the black colleges. Federal cost sharing of program development funds for these campuses could undercut the excuse that it costs more to put a new program on a black campus than a white campus. In extraordinary circumstances, the federal government must be willing to legally prohibit programs from being placed elsewhere and underwrite start-up costs for major new programs on historically black campuses.

STIMULATING MORE ENROLLMENT FOR PARITY

It has been clear to the black college community for some time that the presence of institutions with a proven record of success in educating minorities is a stimulus to the patterns of enrollment.

The institutions, themselves then become a mechanism for enhancing the flow of aid to minority populations. If many were not attracted by the institution's presence and pull, they would never apply for any kind of aid because entering a four year college would be so far out of the question. The black college community has never believed that aid alone was enough to stimulate attendance, particularly at four year colleges.

Some case studies need to be done using historically black colleges as models so this intricate relationship can be better understood for future policy making on student aid.

In each instance above, we have shown how by making common cause with the historically black colleges the federal government can fashion more effective instruments for equalizing educational opportunity nationally. The leadership has been there, but it has never been properly recognized and used for broader ends. We are proposing this new conception that breaks with the view of these institutions as poor relations to be helped simply because they are poor. We are rather proposing that capital be of the strengths that one sees when less than 100 schools are carrying the load for over half of the nation's B.A.'s awarded to blacks and sixty percent of the Ph.D.'s.

These are concrete proposals which if supported will enhance the prospects for students already enrolled in, and outside of, the historically black colleges. They can be an expression of how untapped resources can induce faster movement toward equality of opportunity with attainment and productivity.

A PROFILE OF THE HISTORICALLY BLACK COLLEGES

The statistical data defines the growth and development of the colleges and their central importance to opportunity with attainment and productivity.

- *Enrollment is now approaching 200,000 with a pattern of growth from about 140,000 in 1966 to almost 200,000 in 1975. Freshmen enrollment increased by 10.7% from 1973 to 1974 as compared to a 5.8% increase nationally. Enrollment is up again in the fall of 1975.
- *Degrees granted increased from 15,728 undergraduate and 2,158 graduate and professional degrees to 25,094 undergraduate and 6,186 graduate and professional degrees. By June 1975 about 210,000 Baccalaureates will have been produced with over 90% earned by black americans.
- *Out of this network of schools still came over 50% of all the Baccalaureates earned in America by blacks in 1973 and again in 1974. An estimated 48,000 (ACE data) blacks graduated in 1974; 25,000 came out of the black colleges. In 1972-73 60% of those blacks who earned doctorates had earlier earned their baccalaureate in historically black colleges. The figures for law, medicine and dentistry are less precise but at least half of the baccalaureate origins of these professional school graduates are also flowing out of these colleges. Only estimates still exist for baccalaureate production outside the black colleges. No comprehensive survey of graduates has ever been done outside the black colleges. That only 30% of the blacks in college are in black

colleges is a deceptive and misleading statistic for policy purposes. Almost 60% of the national enrollment outside of the black colleges is not in 4 year colleges and universities.*

386,000 in four year colleges and universities

291,000 are in two year colleges and vocational education

Of the 386,000 in four year colleges, 165,000 are in the historically black colleges. Without the black 4 year colleges the national enrollment distribution is as follows for blacks.

43% 221,000 white 4 year colleges and universities

57% 291,000 two year colleges and vocational education

We see, then, that the majority of blacks are in the non-baccalaureate granting institutions without including the historically black colleges.

- *Internal shifts in degrees granted in black colleges indicate a sharp decline in education fields and a sharp rise in business fields. This is a slight increase in Social Science fields and a stable level in the sciences which is of some concern. More growth is needed in the sciences. The schools are, therefore, developing and strengthening their curricula.
- *The graduate schools mainly award only master's degrees, primarily in education but with a significantly increasing diversity. Much of the work is with in-service teachers. The professional schools on black campuses in law, medicine, dentistry, engineering, pharmacy

*based on the source: Social and Economic Status of the Black Population and the United States 1974; p.23, No. 54: Bureau of the Census.

still represent by far the largest single concentrations of blacks in their areas. The black professional schools are still producing a plurality of the graduates in their fields. They are one of the most precious resources for impacting these seriously under-represented fields.

- *Students are much, much poorer than college students generally. This is the case in both the public and private sectors. Upwards of 80% of their families earn $8,000 or less. The need assessment tables show such families can contribute little to a college education. Yet, the almost 200,000 students are in school and graduating.
- *The colleges are significantly less expensive than their peers nationally. Total charges (tuition, fees, room and board) are 80% of the national norm in the public historically black colleges and 67% of the national norm for student charges in the private sector.
- *Despite lower costs upwards of 70% of the students require significant amounts of financial aid in <u>both</u> public and private colleges to afford the costs of college and can look to their families for minimal help.
- *The gap between whites and blacks who have completed 4 or more years of college has been widening since 1960 and continues to widen into the 70's!!

Blacks and Whites Completing Four or More Years of College

16 to 34 Years

	Blacks	Whites	Difference
1960	4.1	11.9	7.8
1970	6.1	16.6	10.5
1973	8.3	19.0	10.7
1974	8.1	21.0	12.9

U.S. Census: Social and Economic Statistics

- *The distribution of blacks in higher education indicates they are also falling behind in enrolling in four year institutions; 43% of the black enrollment nationally is in less than 4 year colleges as compared with 34% of the whites. Two year and vocational educational institutions have traditionally produced small numbers of baccalaureate completions even before blacks enrolled in large numbers. This is an ominous sign suggesting that despite large enrollment jumps, we could be approaching 1980 and 1985 without any relative advances in terms of educated blacks to contribute to greater participation in the higher levels of the technical and professional life of the country.
- *Another analysis of the proportion of non-degree credit work and the proportion of minority enrollment in the Los Angeles Community colleges showed a direct relationship between the two. As minority enrollment went up, non-degree credit enrollment went up.
- *Taking four year enrollments alone for 1973 there were 386,000 blacks between 16 and 34 in four year schools. 45% of that 386,000 were still in the black 4 year colleges. 87% of the black college

enrollment is full-time compared to about 70% of the enrollment nationally in four year colleges.

- *As to whether these schools support an open non-segregated society, nearly 40% of the faculty in the private sector are white and other races and in the public sector at least 25% are white. Overall they enrolled about 8% non-black students in 1973.
- *One must conclude that as far as equalizing opportunity and achievement of parity, the historically black colleges are even more essential now and will be into the foreseeable future. The signs are that the dramatic increases in enrollment will not be able to produce similar increases in degrees earned for blacks because a majority outside the black colleges are not in baccalaureate granting schools.
- *The significance of the health of the black colleges is even more important now than before. There is a potential for losing sight of the continued solid performance of these colleges in giving attention to new enrollment patterns rather than productivity patterns. Good policy will deal with both black colleges and the new patterns. Where hard choices must be made now, one must deal with present facts on productivity rather than the potential possibilities for the future.

NEEDS OF THE COLLEGES

- *A strong mix of student aid programs both in institutionally based programs and those that transmit funds directly to students, increases are needed rather than a phasing down of college work study, direct loans, and supplemental opportunity grants, particularly to deal with the needs of the private sector where costs are lower than

average but nevertheless they must charge essentially poor students more for their education.

a) Undergraduates - income patterns have shown minimal changes over the last five years thus the enrollment growth requires sharp increases in funding levels. Some set aside for supplemental funding should be made for schools successful in educating low-income and minority students (versus just enrolling them). This would be over and above what they receive in the normal competition. Some percentages of the first total granted would be added based on "service toward equalizing opportunity," as judged by production of graduates.

b) Graduate and Professional Schools - This is a bona fide crisis area in black graduate schools as well as nationally. Without a major effort to channel existing funds toward equalizing opportunity the current dismal statistics will not improve. HEW in concert with the National Science Foundation should review all existing support programs and set reasonable targets for numbers of students and reasonable numbers of dollars that would start to chip away at these serious inequities. Some efforts must be made to determine if the graduate student help generated by research grants includes an increasing number of black students. Such a criterion should be included in the grant competition.

- *Faculty Development to increase the pool of Ph.D's is a critical need. All programs in these areas should be funded. Where there are

fund cutbacks, priority for continuation of such efforts must be given to the heavily underrepresented groups such as black Americans. That principle should be applied to:

- The Fellowship Programs under Careers in Postsecondary Education, Public Service and Other Purposes.
- The faculty development and national teachers fellowship program within the Title III Developing Institutions program.
- A thorough review of existing authorities for scholarships and fellowships throughout HEW for the purpose of directing whatever funds are available to black Americans and other minorities.

HEW should mount a major effort to separate the needs of blacks from the general decline in support for graduate students in Ph.D programs.

2.0% of the Physicians are black

2.5% of the Dentists are black

1.5% of the Lawyers are black

2.0% of the Doctorates are black

The baccalaureate degrees awarded by black colleges will be a primary source of supply to improve the statistics above. Below we see that enrollments are still low. Unless some dramatic increase in momentum occurs, 1985 and 1990 will find their participation still very low in these professions.

6.4% of the Medical School enrollment is black

3.8% of the Dental School enrollment is black

3.9% of the Law School enrollment is black

4.4% of the Graduate School enrollment is black

Special attention must be given to graduate programs at black colleges. They should become major suppliers of students with or without the M.A. to meet the above needs. Help in diversifying into a broader array of fields is needed. Student aid will then be necessary to start-up the student flow.

- *It is critical that the administrative costs be increased to at least five percent of the total student aid income from federal sources, including BEOG's. In schools where 70% of the students are on federally funded programs, financial aid administration is a major enterprise. In addition there is no recognition of so large an operation in normal budgeting approaches in the public and private sector.

- *Continuing diversification of curricula and strengthening of existing curricula is a must. Title III Developing Institutions is one of the most effective programs in this area and should be reauthorized. We oppose formulas which allocate funds to categories of institutions based only on enrollment of low income and minority; graduation of significant numbers of these students must be one of the criteria. The matching requirements for developing institutions in other federally funded programs should be waived by the Commissioner:

- *A more flexible approach to the new developments in Title III Developing Institutions which has created two programs a Basic and an Advanced program. More flexibility is needed in:

  - Transitional movement between the two programs. Too much discontinuity is created by the current sharp changeover.
  - Disallowance of all indirect costs in both programs forces schools to use their own resources to support the administrative costs for the use of federal funds.

- A clear statement that the AIDP grants are not terminal grants, hence, allowing more flexibility in planning beyond the first grant period both in terms of replacement of funds and in the development of new programs.
- Some approach to the use of federal funds for seeking funds from other sources to sustain the programs started in the AIDP.
- A clear policy development that sets out clearly the relationship between the Developing Institutions Programs and the predominantly black colleges. The original intent of the legislation was to make a special federal response to the historically black colleges.

- *An endowment development plan should be approved for funding which represents a unique combination of public and private resources. A single grant for endowment purposes can be used to leverage a loan that may be as much as three times the gift. Proceeds from both would be invested and the returns used over a long term to pay off the loan and still maintain the original investment as an endowment for the college. This bears the promise of decreasing total dependence on public and private sources for short term kinds of support.

- *Cost of Education allowances should be funded out of the Education Amendments of 1972. Where there is a concentration of black and low-income students, inflation, the economic crisis and the energy crisis cut dangerously into the margin of enrichment and support needed particularly in the first critical years of college. Start-up funding could focus on such institutions with a concentration of low-income and minority students and who are also producing graduates.

- *The 1890 Land Grant institutions have often never received the amount of land that could be a source of support for their programs. A grant in lieu of land could be made to these institutions. There is a precedent for this in the land grant status of Federal City College and Washington Technical Institute as Land Grant schools for the District of Columbia.

- *Physical facilities have been very much improved both by renovation and new starts over the last decade in these colleges. The new economic squeeze is threatening the adequate up-keep of existing new facilities and cutting into necessary renovations of older structures. The academic facilities programs should be reauthorized and funded. Undergraduate and graduate facilities grants should be focused on developing institutions serving minority and low-income youth. The surge in freshman enrollment in the last two years has created some special problems in the refurbishing of older residential facilities in black colleges.

- *Just at the point that these institutions needed more money to develop better instructional equipment and software in conventional library volumes and newer audio visual materials and scientific equipment, the relevant programs stated are being phased down. Therefore,

  - the College Library Assistance, Parts A and B, Training and Research Programs should be reauthorized and funded.
  - the Interlibrary Cooperative Program and the Program for Expanding Learning Resources should be reauthorized and funded.
  - the Undergraduate Instructional Equipment and Materials Program should be reauthorized.

In all the above areas the new funding could be at a reasonable level if targeted on institutions showing a significant pattern of productivity in terms of graduation of minority students.

RECOMMENDATIONS

The following recommendations deal with issues that go beyond the historically black colleges. In many of the areas they have already taken the leadership, for example, collecting accurate data on productivity as judged by graduation. No one else is doing that in the country. These recommendations bear on equalizing opportunity in the nation, but come out of the historic and current experiences of these institutions.

Black Participation in Policy Planning and Review

A thorough review should be made of the significant participation of blacks and other minorities in the policy planning and review process for all major HEW agencies. The participation should be reviewed at several levels: Advisory councils and committees; high level HEW staff, regulation and guideline production; and the 1202 Commissions:

1) Advisory committees and councils for all programs should be reviewed whether they exist by law or by administrative regulations for adequate and high quality representation of blacks and other minorities. Goals for an increased number of blacks must be set and achieved.

2) The participation of blacks in the policy planning and evaluation groups within HEW's professional staffs. There appears to be a significant need to review whether there is any black and other minority input and participation in the final policy determination decisions. Blacks often make input from lower programmatic levels but as the policy determinations move higher into the HEW hierachy it is questionable whether any blacks participate at the level of being able to put forward potential options for final policy directions. If there is input, it is minimal. We cannot, for example identify any blacks ever having headed up a high level planning and evaluation

office in HEW that was responsible for broad based program policy rather than equal opportunity considerations or a specific minority advisory role. An increase in the number of blacks on top-level staffs should occur in career as well as political appointments.

3) The development of administrative guidelines that implement policy decisions. Though policy formulation is more important for participation, the translation of these policies into action is critical. Too often blacks participate in drafting proposed guidelines and regulations, but not in the final review and decision process that shapes publication. The points of final decision-making should see black participation increase significantly in the near future.

4) A thoroughgoing review of the composition of the 1202 commissions required by federal law in insure black participation, and in states with historically black colleges, representation from that community of colleges is a must. Token membership of blacks should be rejected by HEW in states with large minority populations.

Though we are dealing only with HEW, we feel this to be a serious problem within the Office of Management and Budget and in its interfaces with White House staff. There appears to be a diminishing participation of blacks in those high level policy determinations. We very much want to see more professional and technically based participation by blacks who can deal with the complex issues. These increases should occur in a reasonably short period of time, to provide an adequate quality of participation.

The black college community represents a significant source of manpower to deal with these issues, as well as an easily identifiable channel into the broader national black academic, professional and technical community.

These school's graduates represent a nationwide distribution and the schools are in touch with many of their more professionally successful graduates in Health, Welfare and Education as well as other fields.

If as we suspect, there is very little participation at the highest levels, the colleges stand ready to assist in short-term consultations while more permanent solutions are being developed. The more permanent solution is to make it a priority question as councils and staffs are developed. As vacancies occur we would hope that some new appointments would be made.

Monitoring of Progress in Higher Education

The National Center for Educational Statistics, the Office of Civil Rights and the Census Bureau should develop firm agreements as to the primary responsibility for collecting racial data in higher education in a way as to plot real versus illusory progress. Enrollment data are profoundly inadequate and in fact create a false sense of progress in the absence of more significant information. Enrollment is in fact the current emphasis of the dialogue on equal opportunity in higher education, not attainment and productivity.

We propose an annual collection of racial data or at a minimum a biennial collection coming from a single source whether the National Center, or the Office of Civil Rights.

We propose it be a survey of institutions not households so that over time the capacity to generate accurate racial data will exist in individual institutions and in state systems. Some general basic, minimal requirements are as follows:

1) Enrollment by field, and by year, in graduate and undergraduate and professional schools

2) Graduates by fields in undergraduate, graduate and professional schools

3) Enrollment by degree versus non-degree credit

4) Faculty by rank and by department, (All of these data are collected now, but not by race.) These, of course, are irreducible minimums and do not cover the more detailed monitoring in the states under desegregation orders. Considerably more analytical data must be required for dealing with students, faculty and financial support for institutions as well as decisions on major academic program placements over the last five years.

Regionalization versus Centralization of Programs

As a general principle we oppose regionalizing programs that have a significant impact on equalizing opportunity for blacks and other minorities. It is too easy for such programs to become much less effective when filtered through ten different sets of perceptions based on regionalization. Historically more progress has been made when there was a strong national leadership posture in support of equal opportunity. Where programs are already regionalized a significant percentage of the funds should be held on the national level for the purposes of being responsive to appeals from blacks and other minorities whose needs are not being met. Where programs are not yet regionalized they should not be regionalized, if their primary purpose is to contribute to equalizing opportunity.

Research and Development in Educational Institutions

We recommend a thorough review of so-called research set asides for minority related issues. Constant vigilance is necessary to make certain that research funded in major agencies does in fact have a reasonable chance

of advancing knowledge needed to equalize opportunity. Too often funded research is an extension of the prior interests of researchers whose only involvement in the minority community is that funds are now allocated under that heading. Too often established researchers are asked to do work in the minority community because they did similar work in the majority community. It has become increasingly clear in recent years that too few questions are posed about the institutional treatment of blacks. Rather, traditionally, the effects of the treatment has been studied.

We support the expansion of funds for research in such agencies as The National Institute of Education and The National Institutes of Mental Health as well as the Foundation for the Improvement of Post-Secondary Education. They can do much more if there is a conscious attempt to involve more minority researchers and institutions in major policy oriented research sensitive to minority communities.

Federal funds have historically been the source of the development of a significant research capacity in institutions of higher education. Some historically black institutions should be developed to deal with major education and health issues relating to minority communities. A particular area where a great deal can be done is in the Land Grant Colleges which are historically black. Attempts have been made to repeal the 1890 Land Grant legislation which supports these schools. In should instead be used as one major vehicle to achieve a research capacity in some black colleges.

Discriminatory Funding Patterns in Minority Programs

Certain issues have developed in recent years that need to be rejected by HEW in programs focusing on minorities. We oppose the categorization of training versus research programs as a basis for determining the level of

administrative costs. So-called training programs have a ceiling of 8% for indirect costs; research programs follow the standard practice of reimbursing all indirect costs. Most programs serving the disadvantaged tend to be non-research and hence called training programs. This discriminates against those institutions who make a major effort to serve the disadvantaged. In effect human resource development programs are assumed to be more cheaply done than research or knowledge development programs, particularly in the sciences.

State efforts must be watched closely in the areas of supportive services for black and other minority students. HEW must be absolutely certain that statewide responsibility for overcoming historic educational neglect is not shifted to federally funded programs. This is an issue that can affect minority service institutions adversely. They need a heavy state investment in their special efforts. Federal support should be on top of those statewide efforts. State funding levels should be continued to increase given, their recent development, and institutions with federally funded programs such as Special Services should not be funded at lower levels within states.

Allocation of Resources for Black and Minority Colleges

We support continuation of the Federal Interagency Committee on Education (FICE) reports on Federal Agencies and Black Colleges. It is important, however, that the different groups of institutions be standardized. Two groups of institutions have come to be included in these reports: The historically black colleges, and more the recently, majority black institutions. This newer grouping is increasingly important to the education of blacks nationally. We propose a Task Force comprised of knowledgeable persons from both groups of schools to meet with the FICE staff to develop better reports

that operate from a consistent baseline. Otherwise, progress as reported by the committee could be illusory and a function of including more schools as they become majority black rather than more funds going to a standardized group of schools. (The FICE reports suggest that a particular group of schools were getting increases in their funding.)

Follow-up

We propose that the Secretary encourage the heads of major agencies to meet with the presidents and other leaders in higher education in the near future to review with them their past, current and future plans for supporting the partnership for opportunity between their colleges and HEW. As we have indicated these recommendations will be helpful to blacks wherever they are being educated. Our insights into these issues come out of our long-term experiences in dealing with the education of blacks. This is another indication of the special strengths of these schools in assisting the nation in fulfilling its national policy of equal opportunity.

A Task Force, which cuts across different agencies in HEW, should be developed to follow-up the major kinds of initiatives we have proposed. A series of meetings could take place in the near future to plot the initial steps toward strengthening and enhancing the black colleges through increased federal support out of existing programs.

For a more permanent development of the partnership in leadership, we propose a National Advisory Council on The Higher Education of Black Americans. Out of this council would come the detailed Year 2000 Plan for Parity for blacks in higher education. This council should have a permanent life of at least 10 years with the necessary staff support to make it effective. One of its first tasks would be to plot out the long-term leadership partnership

between the historically black colleges and the federal government. A strong case has been made for the central leadership role the historically black colleges must play if the national higher education community is to increase the rate at which it enrolls, educates and most importantly graduates black Americans.

THE NATIONAL GOAL OF EQUAL OPPORTUNITY

AND

THE HISTORICALLY BLACK COLLEGES

A PARTNERSHIP FOR LEADERSHIP

IN THE DEVELOPMENT OF

A YEAR 2000 PLAN FOR PARITY

IN EDUCATION

STATEMENT SUBMITTED

TO

DR. F. DAVID MATHEWS
SECRETARY
DEPARTMENT OF HEALTH, EDUCATION AND WELFARE

NOVEMBER 4, 1975

National Association For Equal Opportunity In Higher Education

2001 S Street, N.W. • Washington, D.C. 20009 • Suite 450 • Telephone (202) 232-8500

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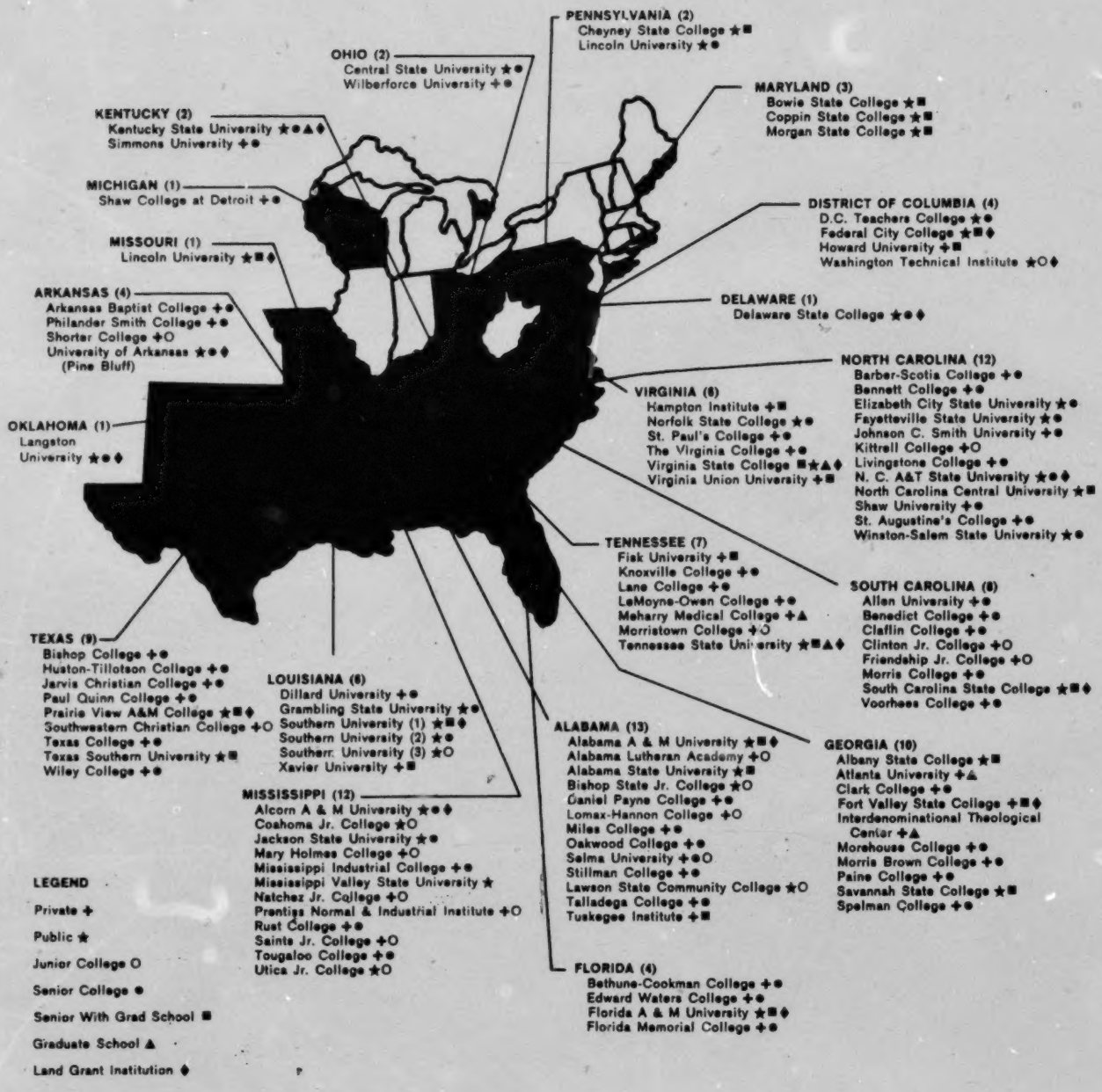
BLACK JUNIOR, FOUR-YEAR, GRADUATE AND PROFESSIONAL INSTITUTIONS

Enrolling in excess of 200,000 students



NATIONAL GOALS WITH RECOMMENDATIONS

The National Goal of Equal Opportunity
and
The Historically Black College

The National Association for Equal Opportunity in Higher Education represents the historically black colleges and universities in this nation. There are some 107 such institutions, consisting of private 2-year and 4-year institutions, public 2-year and 4-year institutions, as well as Graduate and Professional Schools located in fifteen southern states, four northern states and the District of Columbia. These institutions enroll upwards of 200,000 students and graduate more than 30,000 students annually with undergraduate, graduate and professional degrees. Since 1966 these institutions have awarded more than a quarter of a million undergraduate, graduate and professional degrees. They have been the providers of equal educational opportunity with attainment and productivity for thousands of their students.

We boldly propose that the federal government recognize the historically black colleges as the major architects of equal opportunity with attainment and productivity. The federal government should then recognize a special responsibility for the strengthening and further development of these colleges. We further, then, propose that in addition to such strengthening, the federal government develop a leadership partnership with the historically black colleges for the purpose of achieving parity in all areas of higher education, and parity in all professional and technical fields in the work force. In concert with the federal government (with HEW giving leadership), a 25 year plan for opportunity, attainment and productivity in higher education for black Americans should be developed. The historically black colleges have been, and still are, the leaders in the

production of productive black citizens. That leadership should be used in support of a public policy that coincides with the colleges' historic and current strength.

The historically black colleges have been, and still are, a major instrument of racial progress in America. These institutions have been more committed to an open society, in which racial and economic disadvantages can be overcome, than any other educational institutions in the nation. We have documented their total commitment to the production of graduates from families whose economic backgrounds make the attainment of a college education almost impossible. For these institutions, this functioning does not compete with other more dominant functions. It is what they do and do better than any other institutions in the country.

They make possible attainment--not just opportunity. Opportunity without the support to convert it into bonafide achievement is a fraud.

In the Amicus Curiae brief prepared by Herbert O. Reid, Sr. of the Howard University Law School for the National Association of Equal Opportunity in Higher Education in defense of the black colleges that were included in the Adams v. Richardson Desegregation Suit, as if they were as equally guilty of racial discrimination as white colleges, it was stated:

> "The doors of black institutions without exception have, from the very beginning of their existence, been open to all races, sexes, colors, creeds, and they have always offered employment and other incidental privileges to all who passed through their doors except where state law prohibited the same. They have been menders, healers for wounded minds and restless souls. They have produced sterling talent which has benefited this Republic beyond measure of calculation--not only in material contribution,

but intellectual, cultural, moral, and spiritual offerings... Black institutions have been more profoundly representative of the American ethic than the larger more affluent schools of higher education. Indeed, they have been and remain today a domestic "Marshall Plan" committed to a public offering of educational attainment (rather than) an illusory expectancy of educational opportunity... (They) make educational opportunities a reality rather than an empty expectation:"

It is clear that if we are to make steady progress in the future there must be an intensification of effort. The historically black colleges cannot alone achieve parity for blacks in education, but neither can the nation without ignoring not only their major contribution but their production of graduates and their educational leadership. For policy making, orientation, the federal government should recognize:

- That the historically black colleges are exemplars of policies and practices that, if used widely across the country, can move the nation more quickly toward equal opportunity <u>with</u> attainment, north, south, east and west.
- That the historically black colleges, in terms of their productivity of graduates, make it possible for the nation to close the widening gap between the number of black and white college graduates which will affect the economic progress of black Americans. The nation must move faster toward its stated goal of equality and it cannot do that without stronger support for the black colleges and the use of the colleges' century of leadership in equalizing opportunity <u>with</u> attainment and productivity.

- That the historically black colleges, because of their total commitment to opportunity with attainment, help define beneficial national policies, in student financial aid, institutional support, and minority faculty development, which if applied nationally will make parity possible by the year 2000. Analysis of the impact of policy changes on their basically low-income, black clientele can give an early warning to the federal government as to the level of productivity possible under its policies.

If the above orientation is accepted, it should follow that there must be a special federal responsibility flowing to these schools as they pursue the goals of opportunity, attainment and productivity for black Americans. We propose a definition of three national goals that will support the leadership-partnership between the federal government and the historically black colleges. We will then propose illustrative practical ways in which the historically black colleges can support the more rapid movement toward opportunity, attainment and productivity in higher education.

GOAL DEFINITION #1 FOR A YEAR 2000 PLAN

The goal for black Americans is more than just equal opportunity. It is equal opportunity, equal attainment and equal productivity. Opportunity without the additional supports that help to overcome past and currrent inequities in education before college will result in a disproportionate amount of frustration and failure. There must be attainment following opportunity, and institutional responsiveness can help this happen. No one is proposing lesser standards for attainment, but a recognition that attainment will not happen if people are admitted, enrolled and left alone to overcome earlier inequities without help.

There must be productivity following attainment. Blacks must stay in college and graduate in the same proportion as whites at all levels and across all fields. If the attainment has been good, the degree earned will

set the stage for full participation in the professional, technical, and leadership sectors of America.

The historically black colleges have operated on the basis of the goal of opportunity, attainment and productivity. That is why their effectiveness in productivity outstrips their numerical proportion of enrollment in higher education. Enrollment is only opportunity, and black colleges know that this is not enough. They have shouldered their institutional responsibilities for decades. Their leadership potential, if adequately supported is inestimable. It is in the national interest of achieving equality to see that the needs of these institutions are met. Their leadership will be critical as others coming new to the task seek ways to provide opportunity with attainment and productivity.

GOAL DEFINITION #2 FOR A YEAR 2000 PLAN

Equal economic participation will be possible only when there is parity for blacks and whites in all professional and technical fields. The ratio of black income to white income has changed a maximum of 7 percentage points in 25 years, a quarter of a century. In 1974 it was only 4 percentage points higher than in 1950. (Black income was 54% of white income in 1950; it was 58% in 1974). Achieving the goal of opportunity with attainment and productivity is fundamental to closing the gap. It is also essential to the full participation of blacks in the higher economic, political and social leadership roles in American life. Post-Secondary Education is no alternative for bona fide higher eduation in this regard.

Parity in professional and gradute qualifications is not a sufficient condition for parity in income levels and leadership roles, but it is a necessary condition. Blacks have trouble earning as much as whites when they have equal and sometimes superior educational qualifications. Yet there is no hope of the gap closing by the year 2000, the end of the next

25 year period, unless there is a breakthrough in attainment and productivity in higher education. Blacks represent only 5.8% of professional and technical workers, 1.4% of the engineers, and 3.2% of those in managerial and administrative posts. Even in the teaching field, blacks number 8.9%. We are not naive. We know that racism is still a barrier regardless of education. Yet, we must be prepared and we must start now.

The historically black colleges, more than any other institutions, are responsible as the number of blacks in engineering in America. Just now, in the first 5 years of the decade of the 200th Anniversary of the Nation, are professionally and technically qualified baccalaureate holders beginning to flow from non-black institutions. As this new flow begins, it must continue and expand. Without the continued productivity of the black colleges over the next 25 years, the expansion cannot approach a breakthrough. Without the leadership of the black colleges, the rest of the American higher education system will undoubtedly falter in its performance. Already there are distortions in the enrollment patterns, with 43% of blacks in non-baccalaureate degree granting institutions as compared to 34% of the whites. This highlights the dramatic decline in black prospects which will begin to occur if the strongest current concentration of baccalaureate productivity is not strengthened and expanded.

GOAL DEFINITION #3 FOR A YEAR 2000 PLAN

The leadership partnership between the historically black colleges and the federal government should develop new, legally sound approaches to supporting directly so special a set of institutions. We propose that this administration, with HEW giving leadership, seriously study ways in which these institutions can be supported because they are so important to the current and future education of black Americans. With the Freedmen's Bureau in the Reconstruction Era, there was an explicit federal

responsibility that went beyond compliance procedures and legal enforcement of the constitutional rights of black Americans.

From a new frame of reference would come federal support for institutions whose predominant and primary function is to educate black Americans, though these institutions are open to all. They are primarily devoted to overcoming deprivations resulting from legally constructed national policies that deprived their clientele of citizenship, and gave citizenship that was disenfranchised and acquiesced in restricted access to economic and educational opportunity.

These policies have crumbled only in the last two decades. The special federal responsibility to disenfranchise blacks was aborted and has never been reconstructed beyond legal compliance procuedures flowing from court decisions and legislation. If legal approaches can be developed for dealing with historically black institutions as such, a giant step forward will have been taken. If the seeming complexities of delivering adequate support directly to the point of greatest impact can be solved, more effective approaches may be possible throughout the federal government.

Racism is not color blind. Overcoming the impact of racism cannot then be color blind.

PARTNERSHIP EFFORTS FOR THE COLLEGES AND THE FEDERAL GOVERNMENT

On an illustrative basis, we can demonstrate how the special strengths of the historically black colleges can serve to build a continuing momentum toward parity in higher education for black Americans. The federal government needs some new partners in dealing with these old and seemingly intractable problems. We must build on the foundation laid down by the black colleges as we look toward the year 2000.

Baccalaureate Transfer for Parity

A major analysis should be made of how much capacity exists and can be generated over the next several decades to get more baccalaureate transfer students out of the increasing enrollment of blacks and other minorities in community colleges and vocational schools. The disproportionate number of blacks not in baccalaureate granting institutions precludes the kind of productivity that will enable the gaps to be closed. The plan could be developed out of creative uses of existing programs such as Upward Bound, Talent Search and the Educational Opportunity Centers. Set asides of sums of money within existing financial aid programs for institutions successful in creating an inflow of such students would make the transfers feasible.

Graduate and Professional School Parity

One of the ways in which historically black colleges prepared students for success in the best graduate schools and professional schools was to put them through rigorous master's programs before they applied for further training. This is no longer as much a patter as it once was, despite the fact that 60% of the Ph.D's earned by blacks in 1973 had their baccalaareate from historically black colleges.

Many more institutions, particulary in the public black sector, now have developed properly manned and adequately supported graduate programs. The 32 institutions with graduate programs could become a national resource for significantly increasing the flow of well-trained students into major graduate and professional schools, especially law, dentistry, and medicine. They could receive significant numbers of students who are bright and capable but need more seasoning before embarking on the rigors of post-graduate programs where the competition is stiffening yearly. Students could come to these colleges from across the nation. These schools already have to be responsive to their own graduates who need special help. With help, they can do much more.

In the "Adams" states HEW should press for the development of a regional approach to increase the flow of graduates of black colleges into graduate programs. With the black colleges alone graduating 25,000 students each year, there is a significant pool of potential enrollees for graduate and professional schools. The regional compact would generate the ability to deal with differing capacities in the states absorb students in certain fields. If the black colleges knew that such a regional compact was a resource for their better graduates, they would start early to aim some of their students in that direction, as well as some of their younger M.A. level faculty.

Out of existing authorities of scholarships and fellowships for graduate work, HEW could support and encourage such a regional network and stimulate significant support from the states themselves.

The federal government should make a special effort to strengthen and enhance the capacity of the law schools, engineering schools, pharmacy and nursing schools. Significant assistance has been given to the medical schools, and it should be continued and increased.

Health Sciences A Growing Emphasis

It has been estimated that by 1980 the nation will have 422,000 unfilled positions in allied health fields. This is an area with significant potential for development in the states under court order in the Adams v. Richardson Suit to desegregate their systems of higher education. In addition, there is a major study underway in which the current and potential health sciences capacity of these colleges is being assessed. It should be completed by June of 1976. Recommendations will be put forward dealing with how best to increase the capacity of the colleges in this area. In the meantime, those programs already under

development should be given the maximum support possible by HEW. Many institutions have begun their responses to this area of need. They can make a major contribution with adequate support. Significant numbers of students come from small towns and rural areas in the south. It may be possible to develop some long-term strategies for getting a significant critical mass of health professionals to return to their home areas to practice and serve.

Support Services for Attainment

Historically, the black colleges have experimented with a variety of approaches to overcoming the previous educational handicaps of black students. They had no choice but to do so. They had to develop special programs and an institutional posture that was unequivocal about the appropriateness of such programs at the college level. Much debate is occurring in institutions newly confronting these issues as more black students enroll. A great deal of benefit could derive from supporting staff development and program development workshops on supportive services on the campuses of black colleges. There are some major program efforts that have been supported by the TITLE III Developing Institutions Program in this area. There is a cadre of first-rate, creative teachers and counselors that could become the faculty for such workshops. A great many reinventions of the wheel could be avoided nationally if this resource could be used.

Public Education and Minority Achievement

A critical need is for more sensitive teachers who can operate in a predominantly black educational setting in big city public schools. Without this, it is not clear that we will ever improve the public schools. Historically black colleges can be challenged to turn their capacity in Teacher Education to dealing with these issues of national impact Teachers from the majority groups could benefit immensely from attending programs of professional development on the black college campuses. These programs could be designed to deal with how majority group teachers can be more effective in situations where they are no longer a majority. They could also be exposed to black educators of some experience and accomplishments in running successful public schools in which the student body is predominantly black.

These institutions should be involved in the HEW-funded studies soon to be done on the disproportionate numbers of black suspensions and disciplinary actions. They could develop some approaches to reducing this problem as the research evolves.

Enhancing the Capacity of Black Colleges

As public black colleges become more aggressive in attempting to become more responsive to the needs of their clientele, the risk of their being undercut by intrastate decisions is increased. There are likely to be increasing difficulties in getting states to put high visibility and high status programs on the campuses of historically black colleges. Yet, given the distribution of baccalaureate enrollment in most states, the fastest path to a broad distribution of blacks across allyfields is to diversify even more the already changing curricula at the black colleges. Such a change will serve the nation, not just the state and the region.

Federal cost sharing of program development funds for these campuses could undercut the excuse that it costs more to put a new program on a black campus than on a white campus. In addition, in extraordinary circumstances, the federal government must be willing to legally prohibit programs from being placed on white campuses, and in turn to underwrite start-up costs for even a major new program development. Clearly, the federal government can use its considerable fiscal resources to encourage state actions, as well as its legal and compliance resources.

In the private sector not so many restraints exist, and it is fairly easy for new programs to be supported if there is the will by the federal government.

Stimulating More Enrollment for Parity

It has been clear to the black college community for some time that the presence of institutions with a proven record of success in educating minorities is a stimulus to the patterns of enrollment. This was true even before federal student aid programs had crossed state lines. This leads to the need to continue a mix of direct student aid programs and institutionally based programs, particularly for institutions with a track record of attracting and graduating minorities. The institutions themselves then become a mechanism for enhancing the flow of aid to minority populations. If many were not attracted by the institution's presence and pull, they would never apply for any kind of aid because entering a four year college would be so far out of the question. The black college community has never believed that aid alone was enough to stimulate attendance particularly at four year colleges.

Some case studies need to be done using historically black colleges as models so this intricate relationship between responsive institutions and enrollment can be better understood for future policy making on student aid. These studies can also give a truer estimate of what kind of combined State and Federal response is needed in dollars to equalize higher education opportunities.

In each instance above, we have shown how by making common cause with the historically black colleges the federal government can fashion more effective instruments for equalizing educational opportunity nationally. The leadership has been there, but it has never been properly recognized and used for broader ends. We are proposing this new concept that breaks with the view of these institutions as poor relations to be helped simply because they are poor. We are rather proposing that capital be made of the strengths that one sees when less than 100 schools are carrying the load for over half of the nation's B.A.'s and sixty percent of the Ph.D's awarded to blacks.

These are concrete proposals which, if supported, will enhance the prospects for students already enrolled in, and outside of, the historically black colleges. They can be an expression of how untapped resources can induce faster movement toward equality of opportunity, attainment and productivity.

Recommendations

The following recommendations deal with issues that go beyond the historically black colleges. In many of the areas they have already taken the leadership, for example, in collecting complete and accurate data on productivity as judged by graduation. No one else is doing that

in the country. These recommendations bear on equalizing opportunity in the nation, but come out of the historic and current experiences of these institutions.

Black Participation in Policy Planning and Review

A thorough review should be made of the significant participation of blacks and other minorities in the policy planning and review process for all major HEW agencies. The participation should be reviewed at several levels: Advisory councils and committees, high level HEW staff, regulation and guideline production, and the 1202 Commissions.

1) Advisory committees and councils for all programs should be reviewed, whether they exist by law or by administrative regulations, for adequate and high quality representation of blacks and other minorities. Goals for an increased number of blacks must be set and achieved.

2) The participation of blacks in the policy planning and evaluation groups within HEW's professional staffs. There appears to be a significant need to review whether there is any black and other minority input and participation in the final policy determination decisions. Blacks often make input from lower programmatic levels, but as the policy determinations move higher into the HEW hierarchy, do any blacks participate at the level of being able to put forward potential options for final policy directions? We suspect the answer is no, or very few. We cannot, for example, identify any blacks ever having headed up a high level planning and evaluation office in HEW that was responsible for broad based program policy rather than equal opportunity considerations or a specific minority advisory role. An increase in the number of

blacks on top-level staffs should occur, particularly in career versus political appointments.

3) The development of administrative guidelines that implement policy decisions. Though policy formulation is more important for participation, the translation of these policies into action is critical. Too often blacks participate in drafting proposed guidelines and regulations, but not in the final review and decision process that shapes publication. The points of final decision-making should see black participation increase significantly in the near future.

4) There should be a thorough-going review of the composition of the 1202 commissions required by federal law to insure black participation, and in states with historically black colleges, representation from that community of colleges. Token membership of blacks should be rejected by HEW in states with large minority populations.

Though we are dealing only with HEW, we feel this to be a serious problem within the Office of Management and Budget and in its interfaces with White House staff. There appears to be a diminishing participation of blacks in those high level policy determinations. We much want to see more professional and technically based participation by blacks who can deal with the complex issues.

The black college community represents a significant manpower to deal with health, education and welfare issues, as well as an easily identifiable channel into the broader national black academic, professional and technical community. These institutions are in touch with many of their more professionally successful graduates in health, education and welfare as well as other fields.

If as we suspect, there is very little participation at the highest levels of government, the colleges stand ready to assist in short-term consultations while more permanent solutions are being developed. The more permanent solution is to make black participation and representation a priority question as councils and staffs are developed and as vacancies occur.

Monitoring of Progress in Higher Education

The National Center for Educational Statistics, the Office of Civil Rights and the Census Bureau should develop firm agreements as to the primary responsibility for collecting racial data in higher education in such a way as to plot real versus illusory progress. Enrollment data are profoundly inadequate and in fact create a false sense of progress in the absence of more significant information. This is, in fact, the current emphasis in the dialogue on equal opportunity in higher education.

We propose an annual, single collection of racial data, or at a minimum a biennial single collection coming from a single source, whether the National Center, or the Office of Civil Rights.

We propose that it be a survey of institutions, not households, so that over time the capacity to generate accurate racial data will exist in individual institutions and in state systems. Some general basic minimal requirements are as follows:

1) Enrollment by field and by year in graduate, undergraduate and professional schools

2) Graduates by fields undergraduate, graduate and professional schools

3) Enrollment by degree versus non-degree credit

4) Faculty by rank and by department (all of these data are collected now, but not by race). These, of course, are irreducible minimums and do not cover the more detailed monitoring in the states under desegreation orders. Considerably more analytical data must be required for dealing with students, faculty and financial support for institutions as well as decisions on major program placements over the last five years.

Regionalization versus Centralization of Programs

As a general principle we oppose regionalizing programs that have a significant impact on equalizing opportunity for blacks and other minorities. It is too easy for such programs to become less effective when filtered through ten different sets of perceptions based on regionalization. Historically more progress has been made when there was a strong national leadership posture in support of equal opportunity. Where programs are already regionalized, a significant percentage of the funds should be held on the national level for the purpose of being responsive to appeals from blacks and other minorities whose needs are not being met. Where programs have not been regionalized, they should not be regionalized if their primary purpose is to contribute to equalizing opportunity.

Research and Development in Educational Institutions

We recommend a thorough review of so-called research set-asides for minority related issues. Constant vigilance is necessary to make certain that research funded in major agencies does in fact have a reasonable chance of advancing knowledge needed to equalize opportunity. Too often researchers' only involvement in the minority community is that funds are now allocated under that heading. Too often, established

researchers are asked to do work in the minority community because they did similar work in the majority community. It has become increasingly clear in recent years that too few questions are posed about the institutional treatment of blacks. Rather, traditionally, the effects of the treatment has been studied.

We support the expansion of funds for research in such agencies as the National Institute of Education and the National Institutes of Mental Health as well as the Foundation for the Improvement of Post-Secondary Education. They can do much more if there is a conscious attempt to involve more minority researchers and institutions in major policy oriented research sensitive to minority communities.

Federal funds have historically been the source of the development of a significant research capacity in institutions of higher education. Some historically black institutions should be developed to handle major education and health issues relating to minority communities. A particular area where a great deal can be done is in the Land Grant Colleges which are historically black. Attempts have been made to repeal the 1890 Land Grant legislation which supports these institutions. This legislation should be used as a major vehicle to achieve research capacity in black colleges.

Discriminatory Funding Patterns in Minority Programs

Certain issues have developed in recent years that need to be rejected by HEW in programs focusing on minorities. We oppose the categorization of training versus research programs as a basis for determining the level of administration costs. So-called training programs have a ceiling of 8% for indirect costs; research programs

follow the standard practice of reimbursing all indirect costs. Most programs serving the disadvantaged tend to be non-research and hence are called training programs. This practice discriminates against those institutions which make a major effort to serve the disadvantaged. In effect, human resource development programs are assumed to be more cheaply done than research or knowledge development programs, particularly in the sciences.

State efforts must be watched closely in the areas of supportive services for black and other minority students. HEW must be certain that statewide responsibility for overcoming historical educational neglect is not shifted to federally funded programs. This is an issue that can affect minority service institutions adversely. They need a heavy state investment in their special efforts. Federal support should be over and above those statewide efforts. State funding levels should be continuing to increase given their recent development, and institutions with federally funded programs such as Special Services should not be funded at lower levels within states.

Allocation of Resources for Black and Minority Colleges

We support continuation of the Federal Interagency Committee on Education (FICE) reports on Federal Agencies And Black Colleges. It is important, however, that the different groups of institutions be standardized. Two groups of institutions have come to be included in these reports: The historically black colleges, and more recently, developing majority black institutions. This newer grouping is increasingly important to the education of blacks nationally. We propose a Task Force comprised of knowledgeable persons from both groups of schools to meet with the FICE

staff to develop better reports that operate from a consistent baseline. Otherwise, progress as reported by the committee could be illusory and a function of including more schools rather than more funds to a particular group of schools. The FICE reports suggest they are doing the latter, and it may not be the case.

Follow-up

We propose that the Secretary encourage the heads of major agencies to schedule a meeting with the presidents in the immediate future to review with them their past, current and future plans for supporting the partnership for opportunity between their colleges and HEW. As we have indicated these recommendations will be helpful to blacks wherever they are being educated. Our insights into these issues come out of our long-term experiences in dealing with the education of blacks. This is another indication of the special strengths of these institutions in assisting the nation in fulfilling its national policy of equal opportunity.

A Task Force, which cuts across different agencies in HEW, should be developed to follow-up the major kinds of initiatives we have proposed. A series of meetings could take place in the near future to plot the initial steps toward strengthening and enhancing the black colleges through increased federal support out of existing programs.

For a more permanent development of the partnership in leadership, we propose a National Advisory Council on The Higher Education of Black Americans. Out of this council would come the detailed Year 2000 Plan for Parity for blacks in higher education. This council should have a permanent life of at least 10 years with the necessary staff support to make it effective. One of its first tasks would be to plot out

the long-term leadership partnership between the historically black colleges and the federal government. A strong case has been made for the central leadership role the historically black colleges must play if the national higher education community is to increase the rate at which it enrolls, educates and most importantly graduates black Americans.

OVERVIEW OF THE HISTORICALLY BLACK COLLEGES AND UNIVERSITIES

Higher education has been the means by which students from low-income backgrounds have been able to attain upward mobility into the larger society. The historically black colleges represent an existing mechanism that can be improved and used to intensify the positive efforts to equalize opportunity for all students.

Historically black institutions with an overwhelmingly high proportion of low-income students, limited or no endowments, coupled with extraordinarily limited resources, are victims of policies that cater and respond to developments in higher education in general, with little or no regard for the strategic and yet peculiar position of black colleges.

The present economic crisis has taken, and continues to take, its toll upon these institutions. Retrenchments are cutting into real opportunities for these students, along with other forces and ideas at work today which seek to undercut, undermine and negate the value of this experience for all students. However, if our society is to be "free" we will continue to need those persons trained in the utilization of those ideas and values that promote freedom. A democratic society, which ideally relies on human beings and their intellectual resources, cannot function at its highest level without free thinking persons.

Commitments to educate blacks are falling off at many nonhistorically black institutions. This trend indicates that black colleges must continue with what they are about if sizeable numbers of blacks, minorities and other students are to be included in the educational future of this country.

The status of minorities in this country is still alarming. In the 1970 Census, minorities constitute 16.8 percent of the U.S. population,

but only 10.6 percent of the postsecondary education enrollment. Of minorities enrolled in postsecondary institutions, only about one fourth are enrolled in the upper division. Many minority students in community colleges are in terminal occupational programs.

Blacks, while comprising 11.1 percent of the total population, comprise only 6.9 percent of undergraduate enrollment in colleges and universities. Black enrollment in higher education peaked in 1972, and proportionately, has declined since that time.

In graduate and professional schools, black enrollment is disproportionately low, comprising only 4.4 percent of the total enrollment.

The historically black colleges and universities of this nation have made tremendous contributions to our nation and continue to be of vital importance. They have championed the cause of equal opportunity and quality education and have provided this opportunity to those who were denied it, or could not afford it; assumed leadership in the development of techniques for overcoming handicaps of the educationally disadvantaged; served as custodians of archives of black Americans and as centers for the study of the rich cultural contributions of blacks to America; and developed and expanded programs of educational and occupational retraining for minority adults.

The trained manpower from these institutions has been a major force in the ability of black Americans to benefit from the lowering of racial barriers in business, industry, and government at the federal, state and local levels, and will continue to be so in the future.

The Federal Interagency Committee on Education has called the black colleges a national resource in view of their fostering meaningful participation of blacks in the mainstream of American life.

- Seventy-five percent of the black officers in the Armed Forces are graduates of these institutions. Without these officers, integration of the Armed Services would be primarily in the lower ranks rather than from sergeant up through the level of general.

- Forty-four percent of all the black members in the United States Congress attended or graduated from these institutions.

- Over eighty percent of the black Federal Judges and Supreme Court Justice Thurgood Marshall are products of these institutions.

- Approximately ninety-five percent of the elected black officials in the cities, counties, and states across the South attended and/or graduated from historically black colleges and universities, as well as a significant proportion of those in the entire nation.

- Seventy five percent of the blacks who hold the highest academic degree Ph.D., received their baccalaureate degree from the historically black college. The same is true of the black doctors, lawyers, ministers, scholars, educators and businessmen.

Though the historic record is clear, it is always necessary to restate, though briefly, the practical and philosophical rationale for a special federal concern for the historically black college.

These institutions in the decade from 1965 to 1975 will have produced over 210,000 baccalaureate degrees, at least 90 percent of them going to black Americans. As late as 1974, at least half of the B.A.'s earned by blacks nationally were still coming from these schools*. In the most recent data from a special analysis of data by the National Board on Graduate Education, sixty percent of the 1972-73 black doctorates finishing their work in that year earned their baccalaureate degree at a historically black college.

*This statistic is based on preliminary analyses from an ACE and National Board on Graduate Education Study in which there is some uncertainty about the accuracy of the number of baccalaureates from outside the historically black colleges. The Institute for Services to Education (ISE) did a complete survey of the historically black colleges and their degrees. Their data are <u>not</u> estimates but a comprehensive survey.

The productivity of these institutions and the thrust they give to equal educational opportunity is remarkable when one sees it regularly reported that in recent years only 28 percent of the black enrollment is still in these institutions. That is a deceptive statistic. About 43 percent of black enrollment is in 2-year colleges, and vocational education, meaning that almost 45 percent of the 4-year enrollment nationally is still in black colleges. Almost all of the black college enrollment is full time and in degree seeking programs. Hence, the greater yield in baccalaureates is easy to explain.

Enrollment has steadily increased in the black colleges over the last decade according to an eight year study. The growth rate for these colleges was identical to that of all four year colleges nationally.* In the last two years, 1974 and 1975, freshman enrollment which had leveled off was again increasing. Between 1973 and 1974 freshman enrollment increased by over 10% while nationally there was a 5.8% increase.

Within the historically black colleges, degree patterns are shifting steadily to a broader number of fields. In neither the public nor private sector is teacher training anymore the dominant field of study. Education continues to decline and business and other fields continue to grow. There is still a problem in scientific fields that must be addressed; growth rates are not keeping pace with the general growth of other fields in the colleges.

By contrast the increase in enrollment in the community colleges and vocational schools is still of questionable productivity. The community

*ISE's 8 year study showed black 4 year colleges grew by 32 percent while all 4 year universities grew by 32.1 percent between 1965 and 1973, and 4-year colleges, excluding universities, grew by 35 percent.

college enrollment is heavily part time, and a significant proportion of it is in nondegree credit programs. In one analysis of two year colleges it was concluded that:

> The wide discrepancy and obvious low retention rate of minority students as expressed in an approximately two-thirds enrollment decrease between the freshman and sophomore years, as opposed to a decrease of less than a third for all students, suggests the need for stronger programs.*

Anecdotal reports from employees in community colleges suggest few blacks are in the highest paying terminal programs; particularly those associated with apprenticeship programs or computers or scientific or technical fields.

Another analysis of degree credit versus non-degree credit enrollment in Los Angeles showed that as the proportion of blacks and Mexican-Americans increased, the proportion of the enrollment taking non-degree credit increased.** As is shown elsewhere in this document, blacks are falling further behind in terms of parity in completing four years of college despite this enrollment increase.

Clearly, there are major unanswered questions about baccalaureate transfers, and even the completion of degrees in two year colleges. Despite, then, the new numbers, the clearly dependable base of any attempt to bring parity between blacks and whites in the professional and technical professions rests heavily on the continuing contributions of the historically black colleges. In the next decade they can be counted on to produce another 200,000 baccalaureates, even if their growth remains constant.

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* Goodrich, A., et. al "Minorities in Two Year Colleges, Community and Junior College Journal, December - January 1972-73.

** Blake, E., "Higher Education for Black Americans. Issues in Achieving More than Just Equal Opportunity." National Policy Conference on Education, 1972.

The critical importance of the continued health and strengthening of the historically black colleges is seen in the astounding fact that despite the great gains in enrollment, the gap between blacks and whites 25 to 34 years old who had completed four years of college widened between 1960 and 1974. The gap was 7.0 percentage points in 1960 and 12.1% percentage points in 1974.

PERCENT OF POPULATION 25 TO 34 YEARS OLD WHO COMPLETED 4 YEARS OF COLLEGE OR MORE, BY RACE: 1960, 1966, 1970 & 1973

YEAR	BLACK TOTAL	WHITE TOTAL	DIFFERENCES	BLACK PERCENT ESTIMATE WITHOUT HIST. BLACK COLLEGES
1960	4.1	11.9	7.8	0.8
1966	5.7	14.9	8.9	1.1
1970	6.1	16.6	10.5	2.1
1973	8.3	19.0	10.7	3.7
1974	8.1	21.0	12.9	4.4

As we move toward the year 2000, no supporter of equal opportunity or racial justice can, in the face of these data, assume blacks can achieve parity as rapidly with a precipitous or even gradual decline of the effectiveness of the historically black colleges. AS THE TABLE ABOVE INDICATES BLACKS NEED TO MOVE FASTER THAN WHITES JUST TO AVOID FALLING FURTHER BEHIND BY 1980, and 1985. Even the most sanguine observer would not assume that the rate of productivity of the national historically white sector is going to expand fast enough to increase the rate of baccalaureate blacks at a faster rate than for whites. Already the disproportionate amount of two year enrollment, which is not clearly articulated with people moving to four year degrees, is a serious problem.

The need for a special federal concern and interest is further etched

when one views the economic restraints within which these institutions will be required to continue making their major contribution to the national goal of equal opportunity.

It is clear they have set their pricing policies to be responsive to a low and moderate income clientele.

In the South where 52 percent of black Americans still live, the median income in 1973 was $6,434 for black families. The financial needs analyses show that at $6,000 a family with two children can be expected to contribute $317 toward college costs. About 60 percent of all black students nationally come from families earning less than $8,000. By 1975 even at $8,000 with the impact of inflation, no contribution was listed in the need analysis.

The total charges for a residential instate student at a public black college averages $1,236 and $441 for a commuter. This does not include books, transportation and other costs. The total charges for a residential student at a private black college averages $2,125 and $1,248 for a commuter. The total residential charges are only 80 percent of the national average in the private school.*

Even at these lower charges which increase fund needs from other sources, the modal student will need to find almost all his expenses from non-family sources in the private and public colleges. More students are residential on most black college campuses. This is due to their attraction for significant numbers of small town and rural students for whom commuting is impossible due to income levels. Out of this set of unlikely circumstances, these institutions continue to support over half of the undergraduate

*Total charges in 1973-74 for public colleges were $1,560 and $3,160 for private colleges. (National Center for Educational Statistics, Basic Student Charges 1972, 1973-74).

college trained black manpower that is being produced in the nation and 60 percent of those blacks completing their Ph.D. degrees.

Clearly the federal government cannot treat these institutions as if their circumstances were like those of just another special interest group. Equal educational opportunity is not a special interest; it is a national interest. It is an interest that eludes steady progress, and one which threatens to level off or go into decline in this difficult economic season.

Despite these magnificent historic and current contributions on the part of these colleges, some policy makers raise questions of the appropriateness of public policy supporting "vestiges" of a dual system that was racially segregated.

The history and evolution of the historically black college is so little known and poorly understood that it should be restated for policymakers. The themes that have always run through these institutions, public and private, are that:

1. Their inner values and missions flow out of the black experience in America which has as a dominant theme the removal of all racial barriers.
2. These institutions almost alone have fought to be open to all. From their inception they have been and still are leaders in openness to interracial cooperation in their faculties and student bodies.
3. They must always take exception with those who would set up artificial barriers based on race and class. They must organize themselves to accept students whose education prior to college was unequal to that of the average American student.

4. They have legitimized culture and nurtured black creativity and scholarship during times when the nation's interest was other directed.

It must be clearly said, then, that these institutions came out of a different setting from historically white institutions; and, therefore, this situation must not be viewed as two sides of a coin of racial segregation. These institutions never, without legal compulsion, barred whites from their campuses, though they were founded primarily to educate blacks.

Lerone Bennett, the historian, notes the following illustrative documentation on the history of black colleges.

--when the legislature and university governance in South Carolina were dominated by blacks in 1875, all the public institutions were open to all the races.

--the charters and the practice by black colleges of being open to all races were stopped by Acts of the legislature in Tennessee and Georgia prohibiting mixed private schools.

-- that a large proportion, approaching half of the current public black colleges, evolved out of private colleges and tried to maintain their open posture until stopped.

-- the strategies as well as the leadership for breaking down the existing barriers of separation in American have been historically and are still dominated by graduates of black colleges.

Beyond, the practical need for producing black manpower, there is the need for these basic missions and goals to be preserved.

In short, there are some leadership roles in equalizing equality of educational opportunity that have not been, are not being, and will not be

filled by historically white institutions. If, in the evolutionary process, all historically black institutions became just like historically white institutions, their dominant mission would no longer be to press heavily for equal opportunity and attainment for blacks. Such a situation would threaten racial progress for the nation. Without these institutions, there is no uncompromising cutting edge for attainment as well as opportunity.

The leadership roles which some institutions in the public and private black sector must continue to play are:

-- As models or exemplars of what can be and must be done to educate educationally neglected black youth. Already there are signs that most of the four year college and university sector do not feel that "until the public schools are better" they can equalize attainment. As long as there are public and private historically black colleges turning out their graduates who go on to earn Ph.D's, M.D.'s and law degrees, the broader higher education community cannot easily escape its responsibility to be more and more productive. No one else can provide that modeling role. There are no alternatives to the black colleges.

-- As advocates of total commitment to the goal of equal opportunity with attainment. There must be institutional arrangements in which the leadership can speak clearly and unequivocally to the need to keep after the traditional goals regardless of the economy, new patterns of employment, or whatever. Leaders of some institutions cannot be too forceful for fear of alienating a broader constituency. The leadership of the historically black institutions can and does support policies and programs that benefit primarily black Americans,

which if implemented are in the interest of all Americans. This position is in the broad national interest, because these policies and programs always support equalizing opportunity with attainment.

-- As educational development centers in which future leadership is assured. The classes of the early 1950's provided the leadership for black America in the 1960's; the classes of the early 1960's have provided the leadership of the 1970's and beyond. It is clear that it is not in the best interest of the nation to see this pattern broken. This country would be a lesser place by not having had the Martin Luther King's and not now having the Thurgood Marshall's. It is in fact a much more open society because of them.

The continued effectiveness to play the above leadership roles until they are no longer necessary (it is not clear that such a time will ever come) is a subtle blend of whom you serve, how you are able to organize to serve them, and the ability to maintain an internal institutional consensus that is unequivocal for opportunity, attainment and productivity.

Federal policies which assume that the history of these institutions is of no consequence and that they have no current and future roles of importance to play must be implemented. For example, the federal government must openly and aggressively protect public and private historically black colleges from the negative impact of cumulative decisions within the states or within the federal government itself which undercut these colleges' potential leadership roles. Clearly, decisions in states to build other institutions close to existing historically black public colleges and only recently to begin to truly equalize their facilities and programs represents

an ambivalence at best and at worst a plan to make the continued effectiveness of the black colleges impossible.

In desegregation policy, the onus of desegregation must not be placed on the historically black colleges and universities. "The assimilation of the black institutions of higher learning would be to remove the wooden beam in order to replace it with a steel or concrete support before the new beam is in place, leaving the structure unsupported at all."*

The Opinion from the U.S. Court of Appeals in Adams v. Richardson must be heeded. It states: "A predicate for minority access to quality post-graduate programs is a viable, co-ordinated state-wide higher education policy that takes into account the special problems of minority students and of Black Colleges ... these institutions currently fulfil a crucial need and will continue to play an important role in Black Higher Education,"**

The following sections represent reasonable ways in which developing strengths can be enhanced and in which leadership can be supported that will not waver because of the difficulties of pursuing equal opportunity and attainment.

* Amicus Curiae Brief - National Association for Equal Opportunity in Higher Education - in Adams v. Richardson on appeal from the United States District Court for the District of Columbia, April 16, 1973, p. 21.

** Opinion, United States Court of Appeals for the District of Columbia in Adams v. Richardson, June 12, 1973, p. 14.

CRITICAL NEED AREAS OF

HISTORICALLY BLACK COLLEGES

STUDENT ASSISTANCE - DEVELOPMENT AND SUPPORT

The great majority of students attending historically black colleges today are from low socio-economic backgrounds. Consequently, continued financial assistance is not only necessary but imperative. Increased funds should be made available at the undergraduate, graduate and professional levels, without which enrollment, even in these lower cost public and private colleges, will decline and the widening gap will continue to increase between educated blacks and whites.

Needless to say, the low income of the students served by these colleges places an additional burden on the colleges as well as the students served. For one thing, it limits the number of students that can be enrolled Many students don't apply because they don't have the money. Every year thousands are turned away and others are forced to drop-out because of a lack of funds. A survey in 1973 showed that in 58 colleges, 10,213 students were turned away because of lack of funds for them.

In view of the above facts, we strongly urge that the existing student assistance programs be funded at very high levels to insure that any student who wants a college education will not be denied this opportunity. Maximum resources in these programs are the answers to opportunity, success and achievement for students who attend these institutions. This support is necessary to the continuation of equal educational opportunity with achievement.

Recommendations for Fulfilling Needs in the Area of Student Assistance, Development and Support are as follows:

The Basic Educational Opportunity Grants Program should be made a real entitlement, with an increase in the size of the grant.

Supplemental Educational Opportunity Grants should be continued as a

program to increase the choice of the BEOG recepients to choose more than the lowest cost institutions as well as serve the non-BEOG recepients. This is especially important for private black colleges which are unique in the high proportion of low-income students they educate.

State Scholarship Incentive Grants should be continued at a higher level with a National Policy of Equal Educational Opportunity with attainment and productivity as its focal point and larger grants going to states which so focus their programs.

College Work Study Programs should be authorized with emphasis upon exceptional need, while paying minimum wages and targeting to those with greatest need first.

Direct Student Loans should be maintained separate and apart from Guaranteed Student Loans with a continuation of the low rate of interest. Attitudes of the banking community make this campus based program a necessity. Cancellation features should be continued in a number of areas. Loans should be looked upon as the source of last resort for students from low-socio-economic backgrounds.

Guaranteed Student Loans are necessary for those who do not qualify for the grants program as well as those whose choice of high cost institutions necessitates their having additional resources.

There is the need to increase the authorization of the Cooperative Education Program. Programs should include part-time/half-time students as a means of providing an educationally related work education activity.

Special Programs for the Disadvantaged, namely Talent Search, Upward Bound, Special Services and Educational Opportunity Centers, should be

reauthorized. The Talent Search Program and the Opportunity Centers should include the search for the new "pushouts" occurring in the wake of newly desegregating school systems who are disproportionately black and male. The Upward Bound Program should, hopefully, generate skills and motivation among "inner city" students as well as those from nearby rural areas. Special Services Programs for the disadvantaged students in colleges are still needed, and will be needed as long as black students continue to be educationally shortchanged by the elementary and secondary school systems.

Educational Opportunity Centers should be continued and expanded. They should not be way stations to dead-end Post-Secondary training but should foster meaningful experiences for the populations to be served.

Targeting of Student Assistance Funds: Institutions as Magnets

The discretionary funds which are mandated for the Commissioner of Education in the institutionally based SEOG, Work Study, and Direct Loans Programs should be earmarked for institutions showing success in their upward movement of populations who are critically underrepresented in high school graduating classes going on to four year colleges.

Costs in Administration of Student Assistant Programs

The increase in administrative cost for student assistance programs should be raised from three percent to five percent of Student Aid income from federal resources. Administrative costs should be included for those programs presently not receiving this money. Programs such as BEOG, the Basic Educational Opportunity Grants, and the Guaranteed Student Loans are an additional cost to the institutions. These costs should be in addition to what the appropriation levels are for the respective programs. Increasing

this cost would provide a wider range of services to the student population. In schools where 70% of the enrollment is on student aid, financial aid administration is a major concern. There are no resources available which adequately recognize the fact that this is a major administrative function rivaling any other major managerial task on such a campus.

Minimum Funding Requirements

The rationale for minimum funding requirements for college based programs is still necessary today. With expanded and increased numbers of students attending postsecondary institutions, coupled with unemployment of both parents and their children, there will be a run on student assistance programs. The nature of the BEOG Program necessitates other resources being available for the students.

While the unemployment rate of youth 18-24 years of age is double the national rate, unemployment of minority youth is four to five times as great. Even with veteran's preference the percent of unemployment for minority veterans is about twice that of veterans in general. Investing federal dollars in student aid rather than unemployment compensation for black students would be of greater long-range benefit to this society.

Investing in student assistance provides an opportunity for thousands of minority students to participate in postsecondary education. Without this assistance the future mix of persons holding earned degrees at all levels and who are thus able to participate in the total society at a high level is endangered.

PROGRAM AND INSTRUCTIONAL AREAS

In order for black graduates to fully participate in the American economy, more varied degree courses must be made available - especially those leading to graduate and professional degrees. The inability to continue to expand their offerings restricts historically black colleges and forces some of them to continue emphasizing courses and/or curricula which, in some instances, do not serve the maximum needs of the students, particularly when demands in new and varied professions are great.

Funds should be provided to increase those offerings that will facilitate and enhance the total program of such institutions. Such support should cover a variety of programs including the old programs where there is the need for curriculum revisions, improvement, and expansion of offerings, as well as the instituting of new programs. Curriculum offerings should address the solution of contemporary problems which affect minority communities, i.e., crime, poverty, unemployment, substandard housing, drugs and inadequate health care.

The factor of limited resources has tended to cast historically Black colleges into the position of having to plan and execute their programs all at the same time. An investment in program development in historically black colleges is an investment that will see more blacks prepared to compete successfully in such areas as Engineering, Law, Business, Accounting, Medicine and Dentistry.

These institutions need help in preparing their students to be more competitive where the job market is concerned, i.e., providing Career Education experiences, test taking skills and improved levels of competence in reading and in computation skills.

Recommendations for fulfilling needs in the area of Programs and Instruction are as follows:

The Title III Strengthening Developing Institutions Program is one of the most effective programs in this area and should be reauthorized. This program should be continued in its present form with the Basic Program emphasizing the developing of strengths in the five principal categories of the program, namely: Administrative Improvement, Faculty Development, Curricula Development, Student Services and Development. Each of these areas is necessary to the program and instructional development of the institutions. The Advanced Institutional Development Program should continue to seek to impact the total development of the institution and hence should be continued and improved as indicated below by waiving of the matching requirements and the replacement strategy.

Waiver of Matching Requirements

The matching requirements for developing institutions in other federally funded programs should be waived by the Commissioner in the targeted programs as stipulated by law and included in the regulations on Title III Strengthening Developing Institutions. Specifically, waivers should be made in the areas of College Library Assistance, Training and Research Programs, Talent Search, Upward Bound, Special Services for Disadvantaged Students, Educational Opportunity Centers, College Work-Study Programs, Cooperative Education Program, National Direct Student Loan Programs, Financial Assistance for Improvement of Undergraduate Institutions and the Construction of Academic facilities.

AIDP Program

It should be made clear and included in the program regulations that the

Advanced Institutional Development Grants are not terminal grants and institutions may reapply as long as they continue to serve blacks and other groups who continue to need, by National policy, to be represented equally among educated Americans.

The replacement strategy within the AIDP program must be realistically interpreted in view of the economic difficulties of this nation. Such an interpretation would see it eliminated from this program. Not allowing indirect costs in the AIDP and BIDP Programs on the fairly large grants that an institution has to administer with additional fiscal and program management personnel, means institutions which need these funds for development must share the costs of the program, thereby creating an added burden which they can ill afford while major research universities get full indirect cost.

The Foundation for The Improvement of Post-Secondary Education (FIPSE) should have its funding level increased. It should undertake a major effort to help the black colleges systematize and codify their effectiveness in moving low-income students through college, particularly concentrating on those successful in graduate and professional schools. Such an analysis and dissemination effort will be of inestimable value to these institutions and to the nation. Though a significant amount of effort is put on the disadvantaged and minority groups in FIPSE, it is not clear how many of the grants are to minority project managers rather than to others who manage projects for minority interests with FIPSE funds.

Instructional Support Systems

These colleges need funds to acquire equipment in order to facilitate optimal returns for the educational dollar. In some instances, replacement with updated equipment is required. In other cases, new types of supplies and

equipment are required. Instructional and non-instructional equipment are needed by these institutions. The former encompasses needs related to such disciplines as the sciences, communications, and audio-visual instruction. The latter includes maintenance, physical plant upkeep, and other such allied functions on campuses.

Funds should be increased for library resources, with special emphasis on new curriculum areas. An increase in the volumes of library holdings, funds for the development and the maintenance of special collections, library centers for specialized, developing professional programs, and funds for more non-print media equipment and related programs should be provided for Library Resource Centers and Library Development, if these colleges are to be in a position to do their best work.

Provisions should be made for developing fully equipped communications centers in these colleges as a first step in a longitudinal effort to qualify more blacks for employment in the broad area of communications.

Recommendations for fulfilling the needs in instructional support systems are as follows:

The College Library Assistance Training and Research Program: Parts A and B should be reauthorized to allow for the imporvement of college and university libraries and the quality of library services by providing grants to institutions for the acquisition of books, periodicals and other library materials. These grants should be increased with additional support for library consortia and supplemental grants to needy institutions. Library Training and Research should be encouraged with continued grants.

Programs of Interlibrary Cooperation and the Expanding of Learning Resources should be reauthorized.

The Undergraduate Instructional Equipment and Materials Program should be reauthorized as a help to institutions in improving the quality of classroom instruction in selected subject areas.

Language Training and Area Studies should be reauthorized and redirected.

In all of the above, the new funding should be reasonable and tied to institutions showing a significant pattern of productivity in terms of achievement and graduation of minority and low-income groups, as well as patterns of change in their curriculum offerings for these groups.

PERSONNEL DEVELOPMENT

If historically black Colleges are to be able to compete for qualified faculty, policies must provide financial assistance for those faculty members who wish to take a leave of a year or more either to complete the requirements for a doctorate degree, or to refresh themselves intellectually in a post-doctoral program. More fellowships for post-doctoral study are needed to provide relief from the routine of daily responsibilities in the classroom for their faculty members, and to enable them to become acquainted with the latest developments in their fields.

Most colleges will need two kinds of financial help in their efforts to provide faculty leaves: funds to cover the salary of the person being released from his or her regular assignments, and additional sums to secure a suitable replacement. Without this assistance, few institutions will be able to release their faculty for a full academic year or more.

The option of funds for summer study should also be included as a possibility.

Presently funded programs for improving the quality of the faculty should be continued and expanded.

Support programs designed to encourage people in industry to visit and teach at these colleges for stated periods of time should be funded, thereby keeping them in touch with education while they relate the most current information about types of employment to the students.

Faculty Development should embrace the following:

- Doctoral study opportunities for experienced faculty members without doctorate degrees.
- Faculty research fellowships for junior faculty members with some concern for the quality of instruction.

Administrative and Staff Development Programs should include the following:

- Middle-management administrative training and retraining programs,
- Retraining grants and fellowships for administrators returning to the classroom,
- MIS Support Personnel;
- MIS Training Sessions for principle Administrators; and
- Institutes for university advancement administrators (Alumni affiars, development and public information directors.)

Faculty-exchange programs of reasonably matched faculty and researchers is another possibility. Salary differentials may need to be overcome in such arrangements.

Graduate and professional school programs are also clearly needed to produce a larger supply of skilled personnel, not only for these institutions, but for the nation. What is little known is the developing capacity of these colleges at the graduate level leading to the masters' degree. In addition to the strong programs at some of the well-known private colleges, black public colleges have moved increasingly into graduate work.

More than half of the traditionally Black public colleges and universities have graduate programs. Many of the programs are of recent origin but are attracting large numbers of part-time graduate students. These graduate programs include graduate work at the Master's level, Specialist level and a very few Doctoral level programs. Most of the enrolled graduate students are part-time. The graduate deans and other administrators strongly support the need for a fellowship program that will increase the number of full-time graduate and professional students. By using these programs to develop a larger pool of entrants for Ph.D. granting graduate schools at major univer-

sities, major in-raods can be made into the shortage of Ph.D.'s required by black and white colleges regionally and nationally.

Recommendations for fulfilling needs in the area of Personnel Development are as follows:

The Education Professions Development Program, Part E which trains college personnel at below the doctorate level, should be reauthorized and funded at levels of support that will enable these institutions to have this as a viable option with a primary emphasis on the quality of instruction for low-income and minority groups.

The Fellowship Programs should be reauthorized such as the Graduate Fellowships for Careers In Postsecondary Education, Public Service Fellowships and Other Purposes, with consideration of the fact that there is an under representation of blacks at the Graduate and Professional level due in part to the lack of financial assistance. There is no oversupply of blacks with doctorates.

The Faculty Development and Administrative Personnel aspects of the Title III Program - Strengthening Developing Institutions should be maximized in both the Basic and Advanced Institutional Development Programs.

Graduate and Professional Assistance

Out of existing authorities for the support of scholarships and fellowships for graduate work, the Department of Health, Education and Welfare should support and encourage regional networks to increase the pool of Ph.D.'s, M.D.'s, and Lawyers among Blacks and minorities.

There has been a significant but now declining pool of assistance in diverse agencies in H.E.W.: Health Resources Administration, National

Institutes of Mental Health, Social and Rehabilitation Service, and the like.

There is a developing crisis in this area that needs attention in that:

2.0% of the Physicians are black,

2.5% of the Dentists are black,

1.5% of the Lawyers are black, and

2.0% of the Doctorates are black.

The baccalaureate origins for advances in these fields are still coming heavily out of the black colleges:

6.4% of the Medical School enrollments are black,

3.8% of the Dental school enrollments are black,

3.9% of the Law School enrollments are black,

4.4% of the Graduate School enrollments are black.

These enrollment figures mean that on into the 1980's inequities will still exist without major changes in participation rates in these professions. The above low enrollments include the medical, dental and law school enrollments in black institutions. The importance of enhancing both the undergraduate and graduate and professional school capacity is then very clear. We propose elsewhere that special attention be given to how the developing capacity in graduate programs in the colleges can be useful in these areas. In the meantime, these special needs should result in special appropriations being requested to deal with a still unfinished major area of development, or set asides made in the existing and declining pool. The Department of HEW and the National Science Foundation should pool their efforts in highlighting for the Congress this critical problem of equalizing opportunity so it will be viewed as a separate and distinct problem. A federal policy statement should support their continuing needs for financial aid for graduate and professional school attendance.

INSTITUTIONAL ASSISTANCE

Historically black colleges should be models of significance for all colleges, and especially those serving a predominance of low-income students. To achieve this goal requires that funds for critical needs as determined by these institutions would be provided. In this reference, needs include capital development funds, support for cooperative institutional arrangements, and support for the design and implementation of better management systems. Implementation of the Institutional Support provisions of the Education Amendments of 1972 and sizeable grants to two and four year institutions would enable them to satisfy their growing institutional needs.

Institutional support should be granted in sizeable amounts to increase the career options for students in the various professions and occupations, to upgrade the various departments, and to help institutions meet current yearly needs.

In that historically black colleges are, for the most part, small institutions, and in view of the fact that small institutions are very seldom able to amass the necessary talents and/or resources to keep all of the processes necessary to keeping themselves current, in terms of their curricular offerings, institutional management, academic administration, federal agency relationships, data systems and library resources.

The provision of institutional assistance will continue to be needed.

Historically black colleges, given their proven track record in, and commitment to equalizing opportunity, very much need unrestricted funds, in that programmatic funds too often fail to be flexible enough to cover all of the higher costs of instruction for significant numbers of low-income students.

When low-income students represent your majority group, the costs are indeed much higher.

Recommendations for fulfilling needs in the area of Institutional Assistance are as follows:

Endowment

Federal Support should be made available to create endowment support in institutions of higher education. This area is one of the great needs at the historically black colleges and universities. Statistics indicate that about five institutions in the country hold nearly 25 percent of all endowment assets and that 84 percent of such holdings are concentrated in private institutions. Developing Institutions hold only a little more than one percent of the nation's total endowment assets.

A federal program should assist developing institutions in establishing and maintaining endowment funds so that they can reach a stage of increased-sufficiency. Large sum endowment grants should be given to each of the colleges and universities as a base for generating operating expenses in the light of their needs, and with flexibility in the use of such resources.

Private black colleges and universities in particular need help in decreasing their annual dependence upon current gifts and grants and student fees, to a point where their academic programs can be assured of long-term stability. They need to build endowments which will provide them a minimum of $1,000 endowment increase per student per year. The Federal Government could join private philanthropy and the institutions themselves in a program which would make them more truly independent.

The College Endowment Funding Plan created by Dr. Frederick D. Patterson

has received endorsement from a number of experts in the field of financial support for institutions of higher learning, public and private. It provides a very unique example of what can be done. Built upon monetary and investment procedures currently in operation, it brings a new dimension to the use of an institutional aid mechanism not previously employed.

The plan combines efforts on the part of the individual institution or a group of institutions, which will raise a sum of money which will be augmented by a gift for endowment. Then the total will be matched with a loan three times the gift. The resulting total will be invested at a rate which will allow the college to spend a certain portion of the original component over a period of at least ten years, use a portion of the matching gift to take care of interest and pay back schedule on the loan between the 16th and 25th years, and leave the college with an increased corpus in Endowment after the loan has been fully repaid. This program can be used by public as well as private colleges, predominantly white as well as traditionally black private colleges.

The Federal Government, through its participation, could secure the future of the private colleges by its investment through the loan portfolio at much less risk than it shared in the construction of buildings on college and university campuses in the past, and it could do so without participating in an "ever-building program." It would strengthen the colleges for the future and encourage them to plan more effectively and to implement those plans more effectively over a long period of time. It could achieve for its educational institutions, public and private, what it has long sought to do in its "War Against Poverty," namely, eradicate the poverty and build strength - economic strength - and generate social respectability, among

those who overcome the restrictions and privations imposed by poverty.

The College Endowment Funding Plan should be considered and supported as a viable way to provide endowment funds to institutions of higher education. It is an institutional aid mechanism not previously used which, however, relies on monetary and investment procedures currently in operation. The plan recognizes the needs of colleges and universities for basic current support and for providing for the future and has as its goal the creation of a level of endowment able to provide a substantial part of their revenues. It is endowment that, by becoming a significant part of the income of institutions can help them meet current and future revenue needs, in view of the forces that affect the level and growth rate of their expenditures.

Cost of Education Allowances

Cost of education allowances that will assist institutions in maintaining their vitality in a period of grave economic retrenchments should be authorized. Many federally mandated programs are sources of the need for such support because many hidden costs are not covered.

The Veterans Cost of Instruction Allowance should be continued in order that institutions will encourage the enrollment of veterans.

Land Grant - Endowment

The 1890 Land Grant Colleges should be endowed with land which might be disposed of to establish perpetual endowments. Funds in lieu of land could serve the same purpose. There is a precedent for this in the land grant status of Federal City College and Washington Technical Institute.

The 1890 Land Grant Colleges have never been adequately supported for

the job that they have done. There are current domestic needs of an agricultural and technical nature, as well as international needs in underdeveloped countries for resources of a technical nature. These institutions should be active participants nationally and internationally in such programs. The research capacity in the non-black institutions has almost totally developed with federal funds. There is no sound reason for not developing similar capacity in the newly developing research areas in the black colleges.

Physical Facilities

In this period of economic difficulty, colleges, particularly in the private sector, are losing more of their planned resources because of inflation and higher energy costs. An area that is usually cut back in public and private colleges is maintenance and renovation of facilities. In this group of colleges that has made forward strides in modernizing their physical plants, these and their older structures can be endangered without additional help.

Recommendations for fulfilling needs in the area of Physical Facilities are as follows:

The Academic Facilities Programs should be reauthorized in the area of undergraduate facilities grants and graduate facilities grants particularly for developing institutions serving minority and low-income youth. These programs should consider the need for rennovation and rehabilitation and expansion of existing facilities, as well as new starts. The annual interest grants program should be continued. The direct federal loans program should be the program least encouraged during this economic crisis.

Among the historically black colleges, Freshman enrollment has surged in the last two years, also creating a need to refurbish older residential

facilities that were not being used to capacity.

Instruictional and Scholarly Research

The Fund for the Improvement of Postsecondary Education should be reauthorized and should support efforts within these institutions which seek to foster instructional and scholarly research.

The National Institute of Education should be reauthorized and mandated to involve more black and minority researchers in the activities of the Institute as well as cooperative arrangements between institutions and the regionally funded laboratories.

These critical need areas of the historically black colleges have been set forth with recommendations in the areas of student assistance-development and support; program and instructional areas; personnel development and institutional assistance. It is hoped that considerations be given to these critical need areas for the promise that they hold for the historically black colleges and universities of this nation.